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ABSTRACT

Conditions for developing international university cooperation are identified, along with stages of international cooperation in education. Guidelines to promote cooperation are provided. The dominant focus and new role of universities has become problem-solving and community development, as distinct from the previous institutional-building emphasis. Fifteen conditions for developing international cooperation among universities are specified, including: effecting the transition from adoption to creative innovation, linking gaps to differentiated needs, and considering the time factor in cooperative arrangements. Obstacles facing universities in international cooperation include financial, structural, and organizational problems. Recommendations include: strengthening relationships among government, business, and universities; promoting relationships among researchers; strengthening the social and institutional compensation regarding scientific and technological research and development; and concentrating efforts on training and human resources for research, especially at the tertiary level. Ways in which cooperation among universities can occur nationally and internationally are summarized in a list of 10 modes. (SW)

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# "INTERNATIONAL COOPERATION" A POSITIVE RESPONSE"

by
Oscar Soria N.

A presentation to the
VIII Triennial Meeting of the
International Association of University Presidents

Hyatt Regency Hotel

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INTERNATIONAL ASSOCIATION OF UNIVERSITY PRESIDENTS

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# INTERNATIONAL COOPERATION:
# A POSITIVE RESPONSE

By Oscar Soria N.

"If you think you have problems now, wait till you try our solutions". An expert from an industrialized nation to an audience from the so-called Third World.
(Quoted by Philip Coombs at: IASEI: Communication for Education. Ajijic, Mexico, February, 1985).

## The International Crisis in Cooperation.

The whole of the international system that emerged out of World War II is currently suffering a crisis of control reflected in international cooperation. This concept is now put forth with a certain degree of skepticism. The crisis is a product of a mutation in "the human condition": That is to say the values, meanings, direction, and speed of change. Doubts have become widespread about the validity of social-cultural models currently in force, but there is a lack of other paradigms that will allow an explanation of the dynamics of the global transformation currently in progress (Coombs, 1984).

The crisis is even deeper: It includes ideology, theories, and concepts that were the underpinnings of those current social-cultural models that now clash with reality. The cohesive forces (political, military, economic, social) dissolve, and there is no sign of ready replacements. The worst aspect of this is that as yet no complete understanding of these events has emerged. It

would seem that control over the current global process of change has been lost (ibid.).

During the eighties, international relations have been marked by the lack for a vision of the whole, by fragmentation, by the unpredictability of reactions, by the inability to solve development problems, by obstructive inertia, and by the search of isolated solutions.

If we place international cooperation in the framework of this particularly critical and dangerous time (burdensome debt, unemployment, disillusionment) for the less developed countries (LDCs) within the global picture sketched above, there is no doubt that the search for alternatives in order to overcome the crisis is an urgent need affecting every sector involved, including universities. Crises mean risks, but also opportunities.

## Stages of International Cooperation in Education

International cooperation in education has gone through a series of stages leading up to our time, in which universities are considered increasingly as a privileged segment of society.

The current condition joins elements on the one hand of deterioration, and on the other hand of disillusionment, since many jubilant expectations of the Sixties were never fulfilled. The current condition was arrived at also as a result of the combination of several factors. The deterioration of the relationships among ideological blocs worldwide is focused through a regionalization of economic, political and military tensions (as in the cases of Central America, Afghanistan, Cambodia, the Persian Gulf, etc.).

International agencies for technical cooperation (such as UNESCO) have been transformed into ideological battlegrounds and at the same time into bureaucracies.

A protracted worldwide recession has restricted the national budgets of the so-called "donor" countries in addition to causing an increasing concern in the Northern industrialized countries, for their own domestic products. International agencies suffer a premature aging process, unjustified growth, disillusionment, and severe internal criticism regarding their policies, ossified procedures and a chronic "projectitis". "Recipes" of experts as causes of a positive and assured transformation have lost credibility.

The positive face of the current stage is the other side of this coin. In relative terms, the North's aid to the South increased, even though much has been diluted by inflation. In the South, there has been a new awareness for the finding of more realistic solutions to their problems, understanding cooperation more in a horizontal sense then in a vertical one. Many of the basic social needs have been attacked energetically and solved partially, even though there exist everlasting specks of unsatisfied needs which demand urgent attention.

A new external agent appears in the educational scene, the voluntary and private agencies and foundations, with their group of well-defined policies and priorities for the poorest of the poor, through non-conventional focuses with high educational contents at a non-formal level. The integral development which they propose is that of the base-type-community with a high level of involvement and participation of the community itself. A variety of agents participate in the cooperation programs in a coordinated fashion.

The decade of "optimism, hope, adventure and friendship", is now behind us, together with the dreams and UTOPIAS given birth in the North. This stage will never come back. In those years, external aid to the Third World had as priorities the promotion of understanding between nations and the building of world order, to live in peace. The university and high school level, together with the training of teachers were at the top of the list of priorities which meant long range "soft credits". The basis of the relationship between donor and beneficiary was characterized as: technical assistance, the sending of consultants and teachers, the granting of scholarships to study in the North, the construction of buildings in eligible countries of medium size income. Formal education was the core of attention. But this was the past. The present is marked by the "New Trends".

## THE "NEW TRENDS", and Their Impact on Universities.

Priorities have been redesigned regarding cooperation-assistance which should be rendered to the nations of the South. From emphasis on economic growth (GNP) there has been a shift to emphasis on social justice and equity. This emphasis provoked a change in educational policies toward countries eligible for aid. This change from countries of medium size income toward poorer ones, was the cause that in the Latin America and Caribbean only a few countries could qualify (Haiti, Guatemala).

The new trends in international cooperation, demand from the universities to a creative and innovative responses, to link higher education to socio-economic development appropriate to national interests.

The most important new trends regarding cooperation could be synthesized, based on Coombs (1984), as follows:

a) Well-studied orientation of policies to increase economic yield.

b) Involvement of the whole population in the development process.

c) Orientation to a much more equal distribution of income.

d) Multi-sectoral efforts for the achievement of integrated development of rural societies.

e) Coordinated frontal attack against urban and rural poverty roots, with policies designed to attain fulfillment of basic human needs (education, health, housing, etc.).

f) Special effort to improve the status and well-being of the most unprotected sectors (children, the old, minorities, women, etc.).

This dramatic change in the priorities of external assistance agencies, has had a direct impact on universities, modifying their link with society and with the educational system, affecting the performance of their functions.

Education has turned into a secondary priority even though the assistance is still substantial in the donor agencies' budgets. In effect, education surrenders to more urgent basic needs which local governments still can not fulfill. Funds for formal education decreased, but "hidden" educational components increased substantially, as well as those for training outside the educational sector (agriculture, irrigation, communication, health, etc.).

Higher education has stopped being a priority in the assistance budgets of multilateral agencies of governmental participation, after receiving a privileged status in past decades (i.e. IADB between 1950 and 1970). Basic education for adults and teenagers, the emphasis on decreasing social disparities, relevance, quality in education, the strengthening of national managerial

capabilities as well as those of analysis and planning in LDC's went to the head of the list of potential available resources.

The dominant focus has become that of problem-solving and community development, as distinct from the previous institution-building emphasis. This is where the new role of universities is defined.

It also seems difficult to advance within the crisis unless universities adapt innovatively to the new realities while not losing their essential nature.

International cooperation in global terms, as in the field of academic endeavours, will be marked both by the North-South relationship, as altered by the East-West tensions, and by horizontal cooperation among the nations of the South. In the case of this region, this means greater linkage among Latin American universities and including Caribbean institutions.

The increasing interest in the realm of science and technology within an interdependent world is offset by increasing interest assigned to the culture of each country. Growth understood in exclusively quantitative terms has been succeeded by qualitative aspects of individual and social life, rooted in its own culture.

The feelings of national independence and self-generation of solutions tend to reduce dependency on foreign experts, while dramatizing the need to train highly qualified human resources in each nation, both within and outside the region. Self-generation is a consequence of the domain of science, and the emphasis on research and of the capability to identify and solve problems. This responsibility corresponds primarily to universities.

## Guidelines for International University Cooperation

Weaknesses should be turned into strengths. Weaknesses both in scientific research and in international cooperation about which there is decades long experience offer, through a type of reaction, a guideline to build an agenda for action departing from reality. Some of the guidelines for university oriented to international cooperation are:

1. Relating projects and resources with the productive sector in order to strengthen relationships in the triangle formed by the government, businesses and universities.

2. Promoting relationships among researchers in order to break the isolation in each institution or country, especially regarding areas of knowledge or priorities among societal problems.

3. Strengthening the social and institutional compensation system regarding scientific and technological research and development in the region, acting on public opinion and on governments.

4. Promoting the circulation of information among institutions of higher education and including the numerous public and private agencies interested in development of individuals and of society.

5. Strengthening existing cooperation mechanisms and innovating others in order to link universities and the community, the government and other groups interested in development, but without creating unnecessary bureaucracies (See modes of international cooperation, Appendix 1).

6. Generate concrete efforts in priority areas (i.e. water resources, productivity, food production technology, energy, health, housing, etc.) with an availability of local financial resources and outside resources that will be assured, especially regarding projects identified as having a higher short-term impact and low risk.

7. Promoting systematic efforts aimed at strengthening each and every rung along the ladder of innovation.

8. Concentrating efforts upon training in the broadest sense, human resources for research at all levels of formal education, but especially at the tertiary level.

The frame of reference in which cooperation will take place, conditioning the North-South relationship, is that of a heavy external debt, economic recession, unemployment, totalitarianism, deterioration of democratic institutions, and the need for equitable growth.

The identification of the major research needs in the region is diluted as an intellectual effort when one knows the differences existing within a region or within a country; the different perceptions of the agencies involved as well as the recipients and the financial organizations. In the LDC's, we see a coexistence of needs proper to the stone age, with needs proper to the information age, meaning that everything needs to be done.

Fundamental areas for international cooperation.

The LDC's show a series of fundamental areas regarding research needs aimed at the solution of large social problems such as: a) Food production technology; b) Reduction of crop losses; c) Low cost housing that will use materials available in the region; d) New materials technology in order to substitute unavailable materials while finding new uses for existing materials; e) Studies of energy to export and decrease consumption; f) Rational water consumption; g) Uses of arid and semi-arid areas for economic development; h) Agribusinesses and crop and livestock development; i) Inventories of qualified human resources as needed in strategic areas of leading edge technologies; j) Creation of technology to increase productivity in small and medium businesses; k) Design of program to teach how to do research and develop related specific capabilities; l) Administration of water resources with impact throughout society (health, productivity, reforestation, water city supply, hand pump manufacturing, pollution, education in the community).

Purposes of organizations pursuing interinstitutional cooperation are related to the factors of coopera-

Chart No. 1

COOPERATION PURPOSES AND FACTORS MATRIX

| COOPERATION FACTORS | PURPOSES OF UNIVERSITY ORGANIZATIONS FOR COOPERATION | | |
|---|---|---|---|
| | I INSTITUTION BUILDING | II PROBLEM SOLVING | III COMMUNITY DEVELOPMENT |
| BUILDING R&D CAPABILITIES 1 | | | |
| PRODUCTION AND USE OF KNOWLEDGE 2 | | | |
| NETWORK AND LINK CONSTRUCTION 3 | | | |

tion within a matrix that will allow the classification of each program and project, while it points toward community development as a desirable option.

Any project aimed at the task of development can be classified with the Cooperation Purposes and Factors Matrix (chart No. 1), it may also be evaluated on the basis of the following criteria: Time (short, mid, or long term); Duration (span, i.e. Cyclic, from time to time); Funding (External or internal); Manpower (available and needed); Feasibility (Scientific, economic, and operational).

Conditions for the Development of International Cooperation Among Universities.

North-South cooperation actions of scientific research for development must consider several conditions which stem from the current state of R&D endeavors in the region; experience in cooperation and technical assistance; the political and economic background against which it will all happen; the purposes of development and improvement; the existence of academic organizations; and the orientation these may have toward cooperation for social and economic development (i.e. CUIDES).

Below we will list fifteen among the conditions that have been identified. An awareness of them will be useful in the drafting of policies, in the building of programs and projects, and in the sketching of outlines for a near-future action agenda.

1. The strengthening of the whole ladder of innovation, from the foundations to the ceiling.

   Everything needs to be done. No effort in this direction will be useless. The region sees a coexistence of adult illiteracy with a scarcity of researchers. Each country, and each region, and even each institution has its own degree of relative mastery and development.

2. Effecting the transition from adoption to creative innovation.

The transition might take decades, and it should be started immediately. To this end the educational system must provide: Quality in education; appropriate contents, as in mastery of foreign languages; an efficiency level that will optimize available resources; and a nurturing of the teaching function that will allow expeditious movement from copying to innovation.

3. Linking gaps to differentiated needs.

The paradox of simple complexity and complex simplicity can be conciliated when opposites are amenable to integration within a higher level of synthesis.

Thus, the needs of urban and rural marginals in quite specific areas (such as education, health, housing, employment, food, energy, and water) must be joined to achieve harmony with priorities in information science; genetic engineering; leading edge technologies, etc.

4. Teaching how to do research is teaching how to think.

The process of research teaches one to think logically, and methodically. It focuses creative intuition on problem-solving. It is knowing both the right questions to ask, and their pertinent answers. This essential skill must be taught all the way from preschool, to the college level.

5. Cooperation depends upon the human resources used and trained as a result of it.

Successful aid depends on the existence of manpower qualified at all levels of skill and knowledge. Training human resources as a basis to building and R&D capability, must bear in mind all levels: post-graduate; graduate and specialty courses; project training; qualification improvement; and the building up of new skills and needed orientations.

6. Indigenous and local scientific research is a condition necessary to development, but it is not sufficient for it.

Success in R&D depends on other factors, of both a political and an economic nature. It however, can not be missing in a sound, and sustained development effort.

7. Scientific research has already shown success.

With all its intrinsic and extrinsic constraints, there is sufficient reason to look at the future optimistically, as regards what can still be done. There is a legitimate and reasonable need for university organizations such as CUIDES, IAUP, GULERPE, and others like them.

8. The LDCs now have a critical mass in manpower that was not in existence thirty years ago.

Even though it is far below that of Northern nations, there is now an R&D infrastructure of human resources and of information available that did not exist thirty years ago. This allows us to think that zero will no longer be the starting point for everything, and that cooperation programs have a better chance of success than previously.

9. Governments now concern themselves more with science and technology.

Even though progress takes place under shadows such as the vices of bureaucratization and politization, plus disheartening practices in sciences and technology investments, there is still a growing governmental awareness toward this sector. CONACYT is an instance among those national organizations created as a result of policies in the various countries, and there is vast experience in international cooperation agreements. This concern must be supported and justified.

10. Cooperation must consider the time factor.

The time factor must be underscored in order to evaluate results in programs of cooperation that demand immediate results to justify investments in time, funds, and labor. Fifteen years are needed to build a capable human resource base.

11. "Small" science is important too.

"Big" science, based on the belief that bigger is better must give way to specific small programs that involve recipients in the first rungs of the innovation ladder for the solution of problems.

12. Not all universities perform or capable of performing research.

Not all universities in the region are capable of undertaking research, but there are other agents carrying it out outside the universities, such as private and government centers, and all need university action to train human resources.

13. In spite of everything, there is available funding.

R&D finance needs must be placed in proper perspective. It is necessary to do much with little, and avoid creating unnecessary bureaucracies.

14. International Cooperation is a need.

Inter-university cooperation is necessary. Construction of an opportunity network, assembly of resources, and the addressing of needs must all be carefully structured, with imagination, in order to fit new circumstances.

15. Programs must be a fruit of negotiation.

Science and technology, and R&D cooperation programs between North and South must be based on a negotiation between need and supply. No one accepts recipes imposed from abroad. At this stage, it is no longer possible to think that development consists of "dropping condoms from a helicopter".

International cooperation among universities must overcome a series of obstacles through formulation of policies to attack them systematically, including:

1. Financial obstacles, stemming from the economic crisis, the scarcity of foreign currencies, and banking transfer regulations. A study of alternate financial sources for cooperative projects is a key to problem solving oriented programs. Funds are not abundant, but they are in existence. Location of sources, balancing opportunities, needs, and requests for support are the steps required, and for them, it is essential to have mastery of the subject and of the procedures.

2. Structural problems such as the discipline-based organization of universities with their departments and schools, trying to confront multidisciplinary problems such as the human and social phenomena. The role of scientific research in each institution, and its relationship with the administrative apparatus becomes crucial when one goes from institutional strengthening to the solution of problems.

3. Organizational obstacles dealing with cultural differentiation of the institutional relationship function of each institution, its institutional field for action and the relationship of this with the rest of the academic functions.

4. Institutional obstacles, and those of internal stability, of participation on the part of interested parties and the continuity of programs, as required for their success.

5. Conceptual aspects, requiring clear definition of expectations and of priorities of institutions and agents involved in the programs.

6. Circumstances of institutional leadership in institutional relationships such as at the level of linking mechanisms created to facilitate international cooperation activities.

One gets the impression that we are all dependent upon our own efforts, potentials, limitations, strengths and weaknesses. Neither pessimism nor optimism are allowed in a situation of crisis. These strong temptations must be balanced by a sense of personal responsibility to the complex situation considered as a whole. This is a suggestion to manage university relations at the international level in a crisis, that is to live in the complexity of a world where the human condition is changing, given the fact that a crisis is a risk, but also an opportunity. Virtue emerges out of necessity.

## Appendix No 1.

### Modes of International University Cooperation

The ways in which cooperation among universities can take place nationally and internationally may be summarized in a listing of ten distinct modes:

1. One-Way.

   Where one institution is the "donor" and another one is the beneficiary of assistance received.

2. Two-Way.

   Both institutions have something to contribute to the exchange.

3. One-Way with Three Parties Involved.

   One institution serves two or more recipients.

4. Umbilical or Dependent.

   The single direction of the aid creates a dependency vis-a-vis the donor, either for project management or for the university itself.

5. Mediator-Intermediary.

   Universities create an autonomous mechanism serving as an intermediary to satisfy their needs.

6. Network-Satellite.

   Cooperation relationships take place among a multitude of interrelated agents, with de-facto dominion of a minority of institutions acting as the knots of the net.

7. Pure Network.

   A federated relationship among institutions of equivalent magnitude with a specific purpose. This can also be designated as a consortium.

8. Market.

   An organization creates a broad and diversified group of suppliers in order to avoid dependancy to a single institution.

9. Partner-Bank.

   An organization both formal or informal serving all members equally and in which all have the same right to establish their own programs with other partners.

10. Two-Way with Intermediaries of Mediators.

    A relationship born of a specific and temporary purpose by means of an intermediary, such as scholarship offices.

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